

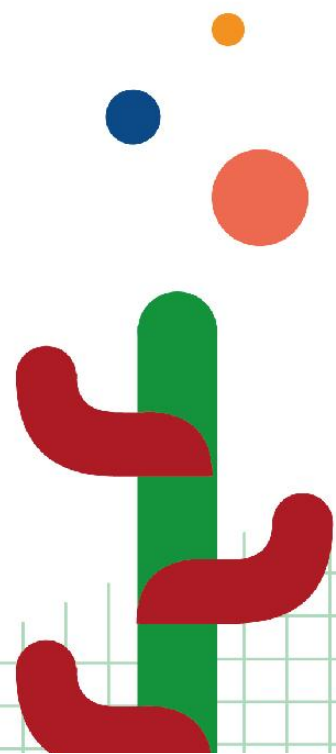


Towards an equitable Global Stocktake: Latin American and Caribbean recommendations for the adaptation agenda in the second Global Stocktake

Authors:

Pilar Bueno Rubial,
María Luz Falivene Fernández,
Joel Hernán González.

July 2026



Bueno Rubial, Pilar

Towards an equitable Global Stocktake : Latin American and Caribbean recommendations for the adaptation agenda in the second Global Stocktake / Pilar Bueno Rubial ; María Luz Falivene Fernández ; Joel Hernán González. - 1a ed. - Rosario : Argentina 1.5°, 2026.

Libro digital, PDF

Archivo Digital: descarga y online

ISBN 978-631-91927-4-2

1. Cuidado del Medio Ambiente. I. Falivene Fernández, María Luz II. González, Joel Hernán III. Título

CDD 344.046

Hecho el Depósito que indica la Ley 11.723

Ilustración y Diseño de portada: Daniela Sequi



Licencia Creative Commons

Atribución/Reconocimiento-CompartirIgual 4.0 Internacional

Autores: Pilar Bueno Rubial, María Luz Falivene Fernández, Joel Hernán González.

Fundación Argentina 1.5 °C.

© 2026 Fundación Argentina 1.5 °C. Esta obra se distribuye bajo la licencia Creative Commons Atribución–NoComercial–CompartirIgual 4.0 Internacional (CC BY-NC-SA 4.0). Se autoriza la reproducción, distribución, comunicación pública y adaptación de la obra exclusivamente para fines no comerciales, siempre que se otorgue el reconocimiento adecuado a la autora, se indique si se realizaron modificaciones y las obras derivadas se distribuyan bajo la misma licencia. Los derechos morales de la autora permanecen reservados conforme a la legislación vigente. Todos los derechos no expresamente concedidos por esta licencia quedan reservados a la Fundación Argentina 1.5 °C., en su carácter de editora de la publicación. Cualquier uso que exceda los permisos otorgados por esta licencia, en particular los usos con fines comerciales o aquellos incompatibles con sus condiciones, requerirá la autorización previa y por escrito de la Fundación Argentina 1.5 °C. El texto completo de la licencia puede consultarse en: <https://creativecommons.org/licenses/by-nc-sa/4.0/deed.es>

Suggested citation: Bueno Rubial, M.P., Falivene Fernández, M.L., and González, J.H. (2026). Towards an equitable Global Stocktake: recommendations from Latin America and the Caribbean for the adaptation agenda in the second Global Stocktake. Policy Brief No. 25, Rosario: Argentina 1.5.



Introduction

The project *Strengthening Latin American and Caribbean perspectives in the assessment of adaptation progress in the second Global Stocktake (GST2)*, led by Fundación Argentina 1.5 and the Adaptation Research Alliance (ARA), aimed to deepen the analysis of the gaps identified during the first Global Stocktake (GST1), focusing specifically on the GST mandates of the Paris Agreement regarding adaptation. Building on this, the proposal sought to generate concrete regional, evidence-backed inputs to contribute to the GST2 process.

The project provided spaces for substantive engagement among key Latin American and Caribbean organizations and stakeholders through three virtual workshops, a webinar, and a meeting with negotiators and civil society representatives during the sixty four sessions of the subsidiary bodies (SB64) under the United Nations Framework Convention on Climate Change (UNFCCC). These spaces allowed for analyzing the evolution of adaptation mandates within the GST framework and identifying critical gaps.

Specifically regarding adaptation, Article 7.14 of the Paris Agreement outlines four substantive components for collective assessment: recognizing the adaptation efforts of developing country Parties; enhancing the implementation of adaptation action taking into account adaptation communications (AdComs); reviewing the adequacy and effectiveness of adaptation and support provided for adaptation; and reviewing the overall progress made in achieving the Global Goal on Adaptation (GGA).

Although contained within a single article (7.14), these mandates vary in nature, trajectory, and operational readiness. This does not imply they should be addressed in isolation; analyzing their synergies and potential overlaps is a critical area of focus.

While these mandates offer a detailed vision for assessing adaptation progress, GST1 revealed significant limitations. Depth of assessment varied across mitigation, adaptation, loss and damage, and means of implementation. Consequently, the final outcome was unbalanced, demonstrating that adaptation mandates still lack clear operational and political translation (Decision 1/CMA.5).

GST1 also highlighted major procedural challenges: different phases required continuous involvement from Parties and non-Party stakeholders, causing thematic overlaps and conflicts between agendas (adaptation vs. global stocktake), over-stretching the process, and compromising the quality of contributions. Another lesson learned was the importance of early alignment between multi-stakeholder dynamics, such as panels and world cafés, and negotiable outcomes.

The GST2 process, launching in November 2026, presents an opportunity to strengthen collective adaptation assessments by drawing on procedural and substantive lessons from GST1, as well as integrating advancements in the adaptation agenda since 2023.



This policy brief synthesizes evidence gathered across project activities to offer recommendations and policy messages for the global process under the UNFCCC.

Key Findings

The synthesis report produced under this project highlighted multiple gaps across all adaptation mandates in the GST ([Bueno Rubial, Falivene Fernández & González, 2026](#)). Regarding the recognition of adaptation efforts of developing countries, two types of gaps were identified: operational gaps from one side; and conceptual, technical and institutional gaps from the other side. Operational gaps are linked to [Decision 11/CMA.1](#) modalities. While a synthesis report on adaptation status was prepared, the second report summarizing efforts was omitted, and the high-level recognition event planned for COP28 did not occur as an official designated segment, preventing structured preparation by Parties. Concerning the conceptual, technical, and institutional gaps, difficulties remain in collecting and analyzing data to demonstrate adaptation efforts and contributions to the GGA. It also remains unclear what constitutes an "adaptation effort" or how contributions from subnational governments, local communities, and non-State actors should be reflected. Additionally, the process converting diagnostic information (under Decision 11/CMA.1) into decision outcomes ([Decision 1/CMA.5](#)) was inefficient, leaving adaptation efforts mentioned only 3 times in very generic terms.

On enhancing implementation of adaptation, the [synthesis report](#) on adaptation status prepared by the Secretariat lacked a dedicated section on AdComs, addressing them indirectly through other mandates. At the same time, the Biennial Transparency Reports (BTRs) (a primary reporting tool under the Paris Agreement) were first submitted in 2024, after GST1 concluded. Additionally, among the gaps in strengthening adaptation, the lack of financial resources, technical capacities, and data systems necessary to more effectively measure what is being implemented in developing countries were identified. The complexity of the climate finance architecture was also acknowledged as a factor hindering access to already limited resources. Governance challenges were highlighted, including the need to harmonize actions at the local, national, and international levels, maintain the participation of non-state actors, and develop policies that respond to community needs. At the technical level, emphasis was placed on the need for indicators that reflect local implementation efforts while also being useful for global evaluations.

With reference to reviewing adequacy and effectiveness of action and support, GST1 highlighted a lack of consensus in literature regarding concepts, approaches, and measurement mechanisms for adequacy and effectiveness. In addition to this conceptual and methodological gap, a lack of information was identified due to the relatively slower progress of monitoring and evaluation systems. Related to this, gaps were mentioned in the absence of appropriate institutional frameworks and infrastructures, and in the lack of sufficient intersectoral and interagency coordination to generate and/or collect information and data; weaknesses in training processes; and a lack of financial resources. Regarding financial information, reference is made to various reports prepared by UNFCCC constituted



bodies and external entities to understand adaptation needs and gaps. Furthermore, it is highlighted that, despite recognizing the conceptual and methodological limitations, this mandate did not lead to recommendations for addressing these gaps, resulting in a new GST process without apparent solutions.

Finally, regarding the review of progress made toward achieving the GGA, the main gap identified was that, at the time of GST1, there was no instrument or framework in place to operationalize the GGA. This was because, belatedly and in parallel, the UAE Global Climate Resilience Framework (UAE-FGCR) —approved by [Decision 2/CMA.5](#) at COP28— was negotiated and adopted. This framework aims to achieve the goal and assess progress by establishing 11 targets and a set of cross-cutting considerations. More recently, at COP30 in 2025, the 59 Belém Adaptation Indicators were adopted by [Decision 12/CMA.7](#). The results of the methodological information preparation process for these indicators are not expected until COP32, at the end of 2027. This means that uncertainties remain in the assessment of the GGA's progress towards GST2, including the aggregation of information for each target.

Despite this context, it is possible to identify opportunities and challenges related to GST2, which would allow for an improved collective assessment of the four elements of the mandate contained in Article 7.14 of the Paris Agreement.

Regarding the recognition of adaptation efforts by developing countries, compliance with the full sequence established in the modalities adopted in Decision 11/CMA.1 is key, including greater clarity on how developing countries should present information in documents to facilitate data collection for recognition, especially considering the different guidelines for each communication and reporting instrument or document.

Furthermore, for the results of GST2 to bolster the implementation of adaptation measures, a more comprehensive qualitative evaluation of the adaptation iterative cycle should be conducted. Simultaneously, the guidelines for preparing adaptation communications should be improved in accordance with the progress made since the adoption of [Decision 9/CMA.1](#) in 2018. The revision of these guidelines is currently a point on the negotiation agenda, and the debate on content should be advanced, rather than simply setting dates and milestones. It is also risky to wait until the modalities of the BTRs are adjusted before adjusting the adaptation communication guidelines, given that BTRs are only one of the possible channels for submitting adaptation communications and have a backward-looking, reporting nature, whereas other vehicles such as the NDC present a forward-looking perspective, that is, a pledge of action.

Furthermore, a better understanding of the obstacles and successes in implementing adaptation actions will provide better information on the adequacy and effectiveness of the action and support provided. It is concerning that there is no agreement or even the beginning of negotiations regarding the conceptual and methodological implications of evaluating the adequacy and effectiveness of the action and support separately and in synergy. At the same time, this is not limited to the national level; the evaluation should consider multi-level action. To date,

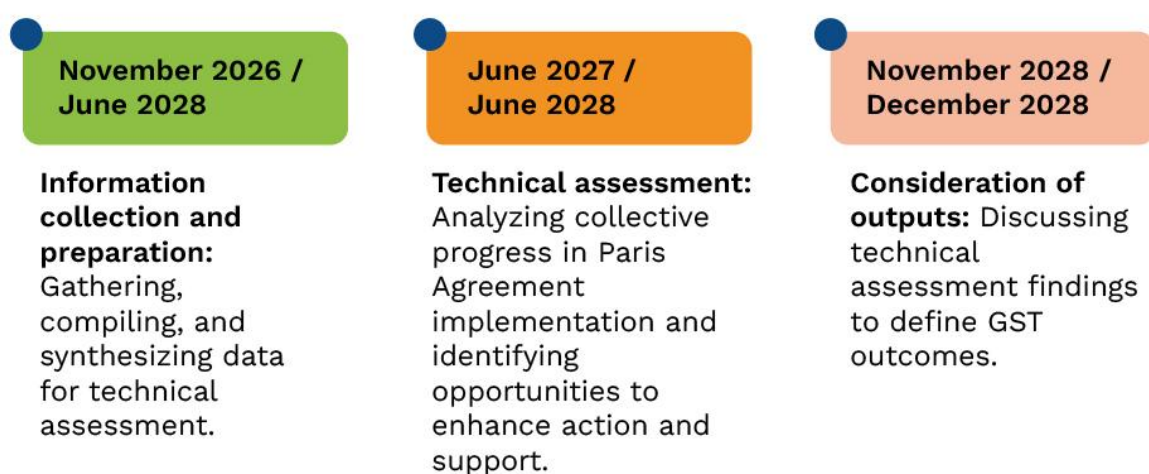


the actions of local and subnational communities are not considered at any stage of the process.

In another respect, GST2 represents an opportunity for the new advances in terms of the GGA, particularly through its framework and indicators, to incorporate adaptation experiences from local and subnational levels. Challenges related to finance, technical capacities, monitoring systems, governance structures, and technological resources remain to enable this to materialize. Furthermore, the mechanism for aggregating efforts in light of the indicators for evaluating progress toward the targets should be resolved in the short term, given that the process of developing methodologies will not be completed in time.

In summary, COP31 in Antalya, Turkey, marks the beginning of a series of key moments that will extend from November 2026 to November 2028.

Roadmap for GST2



Key messages

- GST2 should recognize the distinctive characteristics of each of the four adaptation mandates within the GST, as well as their synergies, to ensure a coherent and comprehensive assessment of collective progress.
- For example, in terms of synergies, it should demonstrate how national efforts contribute to the GGA and the UAE Framework for Global Climate Resilience; to the implementation of adaptation through adaptation communications and other instruments; and, at the same time, to accounting for the adequacy and effectiveness of action and support.
- GST2 should build an adaptation assessment that transcends the GGA, integrating the four mandates of Article 7.14 of the Paris Agreement. While the development of the GGA represents one of the major advances since GST1, the adaptation agenda under the Paris Agreement is broader.



Strengthening the GGA should not overshadow or displace the other components of the adaptation mandate.

- Recognition of adaptation efforts by developing countries should be fully integrated into GST2, including the valuation of domestic investment.
- Between 2022 and 2023, public spending on climate change adaptation in Latin America ranged from 1% (Argentina, Colombia, Mexico, Nicaragua, and Peru) to 9% (Honduras) of GDP, depending on the country (ECLAC, 2024).
- It is essential to advance the standardization of calculation and reporting methodologies for costing adaptation needs.
- Meeting the NDCs in the region requires an approximate annual investment of between 3.7% and 4.9% of GDP by 2030, equivalent to an average annual flow of between USD 215 billion and 284 billion. Thus, between 2023 and 2030, a cumulative amount of between USD 2.1 and 2.8 trillion is required. Specifically regarding adaptation, investments of between 1.4% and 1.8% of GDP are required, considering that water and sanitation and biodiversity are the most demanding sectors in terms of investment (ECLAC, 2024).
- According to the Adaptation Gap Report (UNEP, 2025), the cost of adaptation needs in the region amounts to at least USD 34 billion at 2023 prices.
- Recognition of adaptation efforts should also include South-South cooperation, that is, the flow of knowledge and technology between countries in the region, as a contribution to the multilateral system.
- GST2 should strengthen the assessment of gaps, needs, and priorities in terms of action and support, going beyond simply providing a general overview of global quantitative progress in the presentation of planning, communication, and reporting instruments (76 NAPs, 64 NDC 3.0, 78 AdCom, and 91 BTR1). The BTR2 presents an opportunity to strengthen information on implementation progress and gaps in action and support, including in relation to the NAPs.
- To avoid information gaps, clear and updated guidelines are needed so that adaptation communications can be used to communicate priorities and needs, implementation progress, including of the 11 GGA sub-targets and recognition efforts.
- The GST2 should assess progress in implementing all the goals and cross-cutting considerations of the UAE Framework for Global Climate Resilience using qualitative and quantitative information, including from Parties and non-state actors.
- The assessment of adaptation progress should be built upon recognizing the diversity of national and territorial contexts. Many adaptation efforts respond to development, livelihood, water, health, or risk management needs and are not always explicitly identified as climate policies. The GST2 methodologies should be flexible enough to capture these realities and allow for a degree of aggregation and granularity.



- GST2 should incorporate the lessons learned from testing the 59 Belém Adaptation Indicators and from the Belém-Addis processes and the Baku Roadmap to strengthen progress assessment.
- GST2 should account for the progress of all means of implementation (finance, technology transfer, and capacity building) provided by developed to developing countries for adaptation, in light of all existing commitments and pledges: the New Collective Quantifiable Goal on Climate Finance (NCQG), doubling adaptation finance, tripling adaptation finance flows, and key articles of the Paris Agreement (Article 2.1.c, Article 9.1, etc.).
- The UAE Framework on Global Climate Resilience incorporates means of implementation indicators to be implemented and aligned with the GST process and the Enhanced Transparency Framework and its tabular formats. Political agreements on methodologies need to be reached, or at least, evaluation aspects should be included to capture progress in terms of the adequacy and effectiveness of the action and support, understanding the intrinsic relationship between both dimensions in the joint mandate.
- The assessment of adequacy should consider the quality of the finance received, prioritizing concessional resources that do not generate debt.
- The effectiveness of adaptation measures should be determined from the bottom up and cannot be defined by donors. Effectiveness depends on what reduces risks according to the community itself; therefore, testing adaptation indicators at the community level is so important.
- The implementation process of the Belém-Addis Vision and the Baku Adaptation Roadmap should seek alignment with the GST2 timeline to ensure methodological coherence and maximize the value of technical inputs. Evidence-gathering mechanisms during GST2 should facilitate broader participation from subnational and non-state actors to build a more representative assessment of global adaptation efforts: subnational governments, local communities, Indigenous Peoples, academia, civil society organizations, and other actors generate knowledge and outcomes that are currently underreported.
- The assessment of adaptation in GST2 is both a technical and a political challenge; improving the technical work will not be enough without political agreements on how to interpret and use that evidence.



Conclusions

The project *Strengthening Latin American and Caribbean perspectives in the assessment of adaptation progress in the second Global Stocktake (GST2)* provided civil society with a platform to reflect on GST1 lessons and formulate actionable recommendations for GST2 (2026–2028).

GST1 acted as an initial ideas lab, restoring momentum to negotiations. However, subsequent events—such as the adoption of the New Collective Quantified Goal on climate finance (NCQG) at COP29—highlighted tensions around climate finance commitments. Compounded by geopolitical friction, climate denialism, decreased Official Development Assistance (-23.1% in 2025 according to [OECD 2026](#)), and escalating global conflicts, GST2 faces severe external headwinds.

Simultaneously, GST2 takes place under heightened urgency due to potential temperature overshoot scenarios and irreversible tipping points ([IPCC, 2021](#)).

To succeed, GST2 should retain GST1's inclusive multi-stakeholder format while fixing its weaknesses—namely, balancing Paris Agreement elements, applying equity, linking diagnostics to political outcomes, and connecting global reviews with local realities.

At the same time, it is crucial to acknowledge the progress made in the negotiation process since 2023, including in relation to the GGA, with the adoption of the UAE-FGCR, the Belém Adaptation Indicators and the advancement of cross-cutting considerations such as Indigenous Peoples and local communities, children, youth, persons with disabilities, persons of African descent and migrants, gender, human rights, intergenerational equity, social justice, participation, and transparency. Progress has also been made in finance, with the adoption of the NCQG and the goal of tripling adaptation funding, among other achievements.

Latin America and the Caribbean has shown strong political leadership through hosting major events (COP30 in Brazil, First International Conference for a Transition Away from Fossil Fuels in Santa Marta, Colombia) and submitting key planning instruments ([17 AdComs](#), [17 of 19 BTR1 with adaptation components](#), and at least [17 NAPs](#) submitted). Yet, LAC remains highly vulnerable, heavily indebted, and underfunded relative to its needs. Translating these shared realities into unified policy messages during GST2 is essential, a task where regional civil society organizations will play a pivotal role.



References

- Bueno Rubial, P.; Falivene Fernández, M.L.; & González, J. H. (May, 2026). *Synthesis report No. 2: Collective assessment of adaptation from the first to the second Global Stocktake: state of play*. Argentina 1.5.
- ECLAC (2024). De Miguel et al., *Financing needs and climate targets in Latin America and the Caribbean*, Project Documents (LC/TS.2024/47), Santiago, Economic Commission for Latin America and the Caribbean.
- ECLAC (2024). *Fiscal Panorama of Latin America and the Caribbean, 2024* (LC/PUB.2024/5-P), Santiago.
- Falivene Fernández, M.L.; Corvalán, L.; Bueno Rubial, P.; González, J. H.; Laguzzi, V.; Passet, C. (2025). *Assessing adaptation in Latin America 's first BTRs: linkages with the Global Goal on Adaptation and the UAE Framework for Global Climate Resilience*. Technical Paper CoCoA No. 6, Argentina 1.5, Avina.
- IPCC (2021). *Climate Change 2021: The Physical Science Basis. Contribution of Working Group I to the Sixth Assessment Report of the Intergovernmental Panel on Climate Change*. Cambridge University Press.
- OECD (2026). *International aid fell sharply in 2025, says OECD* (Press Release, April 9, 2026).
- UNEP (2025). *Adaptation Gap Report 2025: Running on empty. The world is gearing up for climate resilience without the money to get there*. Nairobi.



ISBN 978-631-91927-4-2



9 786319 192742

